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INAUGURAL ADDRESS

OF

J. Strom Thurmond

GOVERNOR OF SOUTH CAROLINA

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STATE DOCUMENTS



STATE CAPITOL

COLUMBIA, SOUTH CAROLINA

JANUARY 21, 1947

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GOVERNOR OF SOUTH CAROLINA



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J. STROM THURMOND

1. INTRODUCTION

Members of the General Assembly and My Fellow South Carolinians:

No generation of our people ever faced greater opportunities or more solemn responsibilities than we face as we meet here today.

The war is over and we are emerging from the reconversion period. We are on the threshold of a new era. We are moving into another cycle of development in this the greatest of all nations in the world. We can draw boundless inspiration from the history of our State. In Colonial days, and until the War Between the States, South Carolina was foremost in the economic and social developments which enabled this country to become a shrine for those who cherished freedom, and a haven for those who were oppressed. I need not recount the terrible hardships and the wrongs which transpired after that unfortunate conflict. South Carolina, like other Southern states, carried her cross, and by superhuman struggle we maintained our civilization and helped our nation win two world wars.

But today we in South Carolina are not looking at the past except for inspiration and guidance. Our faces are turned toward the dawn of that new day which we confidently believe affords our State and our people the greatest opportunity for development and progress within the last hundred years. As a State and as a people we have the great human and natural resources to make the most of this opportunity, but to do so South Carolina must first put her own house in order.

Just as no man can rise above his character, no state can rise above the character which her government possesses. With character in government go honesty and efficiency in government. My first pledge to the people of South Carolina is to strive to instill character, honesty, and efficiency in our State government.

Having served in the legislative branch and having been a member of the judiciary of our State, I know and respect the duties and prerogatives of the several branches of our government. At the outset I bespeak the cooperation of the General Assembly. The Governor and the members of the General Assembly are the elected servants of the people. All of us, I am certain, are motivated by one common desire, and that is to be of service to our State. It is our solemn obligation to work to-

gether honestly for better government and the general welfare of South Carolina.

If the campaign last summer demonstrated one thing, it was that our people are tired of ring rule. They want their government to be responsive to the will of the people. They crave for it to be freed from the influence of any boss, clique, group, or ring. It shall be my purpose to carry out the mandate of the people. Let me say here and now that I have no feeling against any person or group of persons who may have differed with me last summer. I shall be the Governor of all the people and there shall be no favoritism in the discharge of my official duties. I hope I will have the support and backing of every South Carolinian who believes with me in the importance of honesty in our State government.

In preparing for the utilization of our opportunities in the post war era, let us keep before us the creed of good government which Thomas Jefferson gave us when he said:

"A wise and frugal government, which shall restrain men from injuring one another, which shall leave them otherwise free to regulate their own pursuits of industry and improvement; and shall not take from labor the bread it has earned. This is the sum of good government."

2. REORGANIZATION OF STATE GOVERNMENT

Since the government of our State was set up in the Constitution of 1895, its functions and fields of operation have been expanded from time to time to meet the needs of the people as they developed. This has generally been done by the establishment of new boards, departments, and commissions, usually small and tentative when created and afterwards growing as the need for their services increased. There has been little logic or science in their development and the result is that, today, we have accumulated over 100 State agencies which often overlap in their duties and frequently duplicate the efforts of each other. Not only is efficiency thereby sacrificed but the cost of government is increased out of proportion to the services received by the public.

No one can seriously question the need of combining and consolidating many of our State functions and the agencies which perform them. Nor will anyone seriously deny that efficient public administration will thus be promoted and that public

funds, now going to overhead, will be made available to expand the benefits which our people justly look to government to provide. To achieve consolidation and combination in a practicable manner, while preserving everything worthwhile, eliminating only wasteful duplication and overhead, and dealing fairly with those who have entered into public service as a career, is the problem that confronts us.

I believe that this can be accomplished through the enactment by the General Assembly of legislation which would prohibit the overlapping and duplication of State agencies and public services; which would lay down the criteria to be applied to determine when such conditions exist; which would establish a commission composed of persons chosen by the House, the Senate, and the Governor, to determine the existence of the facts under the criteria laid down by the General Assembly, and which would authorize the Governor, by Executive Order, to provide for consolidation or abolition of any state agency, or any part of its functions, upon the certification to him by such commission, that such action should be taken under the mandate of the General Assembly. Provision should be made in the proposed act for the transfer of personnel in accordance with the action taken by such commission.

I have studied the South Carolina Preparedness for Peace Commission Report on Organization and Administration of the State Government of South Carolina. While I do not concur in all the recommendations in this Report, I am confident it affords a splendid basis for the reorganization of our State government.

I earnestly urge that the General Assembly take immediate steps to streamline our State government and make it the workable instrument of public service which the people of our State have the right to expect it to be. If we face this problem with intelligence, zeal, and courage we can bring about a substantial reduction in the State's tax burden, while actually expanding essential programs and State services.

3. CONSTITUTION

The organic law of our State and the foundation of her government is the State Constitution. Students of government have long recognized that the Constitution of South Carolina, adopted

in 1895, and added to by amendments from time to time, should be thoroughly revised. Many of its provisions have become obsolete. Others fail to meet the needs of the present day complexities of government. Some of its provisions are ignored. In general it may be said that it is puzzling to laymen, legislators, lawyers, and courts alike.

We need to return to constitutional government, but it should be under a Constitution designed to meet the needs of our great State in the year 1947 and the future.

Our Constitution provides that it may be revised or changed by a constitutional convention. It may also be revised by the machinery of amendment employed in sufficient scope to attain the results desired. Under the amendment plan, there must first be an approval of the proposed revision by the General Assembly, then a vote by the people on every amendment, and finally a second approval by the next session of the General Assembly. Perhaps the amendment plan is the better method to follow, and if preceded by painstaking and competent study this method should bring about the proper revision in an orderly manner.

I recommend that, as a preliminary to constitutional revision, there be set up a committee selected by the House, the Senate, and the Governor, consisting of lawyers well versed in law, and laymen well versed in government and in the constitutional history of South Carolina, to present to the General Assembly for its consideration a draft of a new constitution as an amendment to the present Constitution or propose badly needed amendments to the present Constitution.

4. DUAL OFFICE HOLDING

Article 2, Section 2, of the Constitution of the State provides that "no person shall hold two offices of honor or profit at the same time: Provided, That any person holding another office may at the same time be an officer in the Militia or a Notary Public." Article 3, Section 24, of the Constitution of the State provides that "No person shall be eligible to a seat in the General Assembly while he holds any office or position of profit or trust under this State, the United States of America, or any of them, or under any other power, except officers in the militia and Notaries Public; and if any member shall accept or exer-

cise any of the said disqualifying offices or positions he shall vacate his seat."

While a member of the State Senate the General Assembly elected me a trustee of Winthrop College, and after serving for a time I resigned the trusteeship before expiration of the term and I am convinced that this was the proper course. Our people have clearly evidenced their belief and hope that the provisions of the Constitution referred to above will be respected and strictly enforced.

While the Supreme Court has indicated that these provisions are self-executing and that one who takes a second office abandons the first and thereby creates a vacancy, I believe that it would be appropriate for the General Assembly to pass an act expressly to provide for the enforcement of these constitutional provisions, and to provide specifically for the forfeiture of pay in the event of a violation thereof, and I so recommend.

5. ELECTIONS

Honest elections, expressing the will of the people at the ballot box, are the foundation of our representative form of government. The time has come when we should modernize our general election laws, and thereby encourage our people to take more interest in such elections. Our present system has served its purpose and outlived its usefulness. We should replace our present ten-year registration of qualified voters with a system of permanent registration. We should put into effect the Australian, or secret-type ballot in general elections. We should give those counties which wish to use voting machines the legal authority to do so. We should remove the poll tax as a voting prerequisite. There has been much misguided agitation about the poll tax as a qualification for voting. Capacity, in accordance with the other constitutional provisions, to exercise the right of franchise should be the only qualification of an elector. I recommend to the General Assembly the passage of the constitutional and statutory changes required to accomplish these objectives.

In addition to the selection of office-holders, many important public questions and all constitutional amendments are decided in the general election and our people must learn to value their right to vote enough to be anxious to participate in that election.

6. COUNTY GOVERNMENT

One of the glaring omissions of the present State Constitution is the failure to provide for a system of county government. The consequence has been that the General Assembly is charged with making almost every provision for the operation of each of the counties in the State each year. This not only makes Columbia virtually the county seat of each of the forty-six counties, but also consumes much time which our legislators could otherwise spend in studying important state-wide legislation, the function for which they were actually elected.

Our local governments should be close to the people. The people should not have to come to Columbia to be heard on matters locally affecting them. They should have the benefit of a year-round handling of their legislative problems, and not just during the annual sessions of the General Assembly.

I believe the time has come when we should seriously consider setting up an efficient system of local government in each county, and that the legislature should study the ways and means of bringing this about in the best practicable manner.

Another matter relating to county government, which should receive consideration, is the failure of some of our counties to bring their officers and employees under the State Retirement Law. I urge these counties to join the many other counties in the State which have taken this sound and progressive step, confident that such counties will find that this will result in substantial improvement in the quality of their public service.

7. TAXATION AND FISCAL AFFAIRS

Governments depend for their existence upon tax revenues exacted from the people. The function of government is to render to the public the kinds of protection and service which can be provided better and cheaper by government than by individuals for themselves. No taxes are pleasant to pay, but some are necessary, and our constant care and concern should be that these are fairly and equitably imposed and administered, and that the ultimate effect upon our State economy is beneficial and not injurious.

Our State Government operates now entirely on indirect or non-property revenues. Some of our taxes are more bothersome than productive and should be eliminated. We should endeavor

to keep the others stable as a part of our program of development to the end that industry and business may with confidence locate in our State. We should discontinue the practice of imposing new taxes in the State appropriation acts each year, and in bob-tail bills, as this tends to create uncertainty as to the tax structure of the State, and deprives the public of its right to be heard by legislative committees on such legislation before its consideration by the General Assembly.

All revenue should flow into the State Treasury and all expenditures should be paid out, under proper budgetary control, and after specific appropriation. From the standpoint of a sound fiscal policy and proper budgetary control, the earmarking of income for specific purposes has no place in a state system of taxation. Unification of the State Budget is indispensable to a public knowledge of the State's affairs and to the proper regulation and control of State expenditures.

I recommend the establishment of a central purchasing agency. This would give the smaller State institutions the same buying power as the larger ones, and would bring about substantial savings. A study of the per capita cost of supplies and equipment at the State institutions is convincing that a central purchasing system, properly operated, will more than pay for its operation.

Our local governments operate partly on direct property taxes, and unfairness and inequality frequently characterize their impact upon the taxpayer. The chief weakness in our property tax set-up is in the assessment of property. We should consider the advisability of having property assessed at its actual value by competent non-political employees, with a constitutional amendment to permit graduated taxes on different kinds and classes of property. It is of little use to encourage business and industrial development by a sound state taxation policy and have such development frustrated by the effect of an outmoded system of local assessment of property. There is need for a study to be made of the tax structure of our State, with particular reference to local government, so as to provide for more uniformity of the tax laws in the respective counties. I recommend that a committee composed of persons chosen by the House, the Senate, and the Governor be set up for this purpose.

We should also provide a reasonable homestead exemption from taxes for persons living in their own homes, and complete exemption from taxes on household goods for all persons, whether they are home owners or not.

As Governor, I shall not be inclined to approve certain forms of fiscal legislation. These include new taxes imposed in the State Appropriation Act; new taxes passed in a bobtail bill; appropriations for deficits in State departments or agencies, unless it is clearly shown that they could not have been avoided and were sanctioned in advance by the Budget Commission; and supplementary appropriations for the next year included in a deficiency bill covering the current year. We must keep our handling of the people's money free from confusion, and the practices which I have mentioned breed confusion and uncertainty in this field.

Our tax structure is fundamentally sound and attractive to industry. It has been said that our taxes are not high, but that we have less with which to pay them than we should, and our people feel their weight too heavily. The answer is to raise our economic level, and this will depend in a large measure on the businesslike and stable handling of our fiscal affairs in the post-war era of development and change.

8. MERIT PERSONNEL SYSTEM

In order that the State may receive full measure for its investment in personnel, and in order that fairness to all State employees, present and future, may be insured, I recommend that a personnel system based on merit be adopted, and that the plan offered by the Preparedness for Peace Commission be carefully considered in drawing up legislation for such a system. Honesty, ability, energy, courtesy and courage, rather than political influence, should be the determining factors for original employment, tenure of office, and promotion. Positions should be scientifically classified and pay should be standardized; and provision should be made for vacations, sick leave, working conditions, and examination of future employees. This system will promote the efficiency of the departments of the State government.

9. DEVELOPMENT OF INDUSTRIES AND NATURAL RESOURCES

The economic future of our people will depend in large measure on our success in bringing about business and industrial establishment, development and expansion in our State, and this should be the goal which we must keep in mind at all times in every field of activity of the State government.

In attaining this goal, we must take full advantage of the wealth of natural resources which we possess. We have a favorable climate; we are a seaboard state with magnificent harbors; we have a sound agricultural base; we are rich in forests; we have developed and are developing abundant water power; our supply of native-born, hard-working, and efficient labor is as fine as can be found anywhere; raw materials for manufacture and processing exist in abundance; and more than at any other time in my memory we, as a people, have the will and the determination to progress and press forward to do the things which must be done to be a great State.

The development of our waterports is a matter of State concern and support. This is one of the most effective single measures which we can take to place our farmers and our industries in a position to reach the markets of the nation and the world on a competitive basis with those in other sections. Efforts should be made to secure port facilities declared surplus by the government in order that our ports may be on a competitive basis with other ports, Atlantic and Gulf, so that South Carolina may be restored to the relative position of leadership as to Maritime Commonwealth.

We must take inventory of our assets and resources, and use them to the fullest in our efforts to encourage business and industry to cast their lot with us. Especially, must we seek small industries closely related to our agricultural economy and using its products as raw materials. We must strive to have our raw materials not only processed, but also finished and sent to the markets from here.

We must protect our natural resources from waste and depletion. We must see that effectual reforestation is practiced by our people. We must see that our fish and game are protected by adequate laws for that purpose, and that a Commission of Fish and Game be established consisting of 7 members, ap-

pointed for staggered terms by the Governor and confirmed by the Senate, one to come from each of the 6 Congressional Districts in the State and 1 at large, such members to serve without pay, but allowed a reasonable expense while attending official meetings; this Commission should be charged with the responsibility of administering the State's Fish and Game laws, through the Chief Game Warden as its agent, the Chief Game Warden to be chosen by this Commission. We must see that the productivity of our soil is safe-guarded by the practice of efficient conservation methods. Through research and exploration we should locate and bring about the development of our latent minerals and other raw materials.

Too long has the balance of trade operated against our economic well-being. To grow and prosper as a State, we must lose no opportunity to bring into our State enough income to balance what we must expend elsewhere for the things which we cannot produce.

Today is a day of research and South Carolina should play its part in the development of new processes and new products, and I recommend that a research program be set up to investigate the possibilities to be found in South Carolina's products. Other States are moving ahead in scientific research and the United States Government is planning to spend millions in promoting research. South Carolina should be organized to do this research and to enjoy the benefits of it.

10. LABOR

Production is the keystone of the industrial future which we hope to build for South Carolina, and labor should produce to win the peace as labor produced to win the war.

Industrial peace is necessary to achieve such production, and is essential to the well-being of both labor and industry. Labor and management are absolutely dependent one upon the other; they are both human institutions; they speak the same language; and working together they can accomplish production miracles.

I want to commend both labor and management for the record which they have made in preventing industrial strife in South Carolina.

During the war, and through the reconversion period, we have not had the widespread industrial strife so prevalent in

other states. This is a tribute to those who work in our industrial plants and to those who manage them.

In its activities in the field of industrial relations, the State government must be fair and impartial, fair to labor, fair to industry, and fair to the public.

We need to strengthen some of our existing labor laws, and we need some additional legislation in the labor field. One of our needs is an "occupational disease" law, as an amendment to the Workmen's Compensation Law, to afford our workers protection and the security afforded workers in other states by such laws. Textile and other plants should be required to provide equipment that will maintain temperature and humidity conducive to health of the employees. They should provide passenger elevators in large plants having more than two stories, and also cafeteria service whenever possible.

We need to strengthen our child labor laws and those pertaining to the employment of women. We are one of the only two states in the Union which does not require employers to obtain employment certificates for minors of certain ages, and the employment-certificate system is an essential factor in the enforcement of any child labor law. At present, under South Carolina law, children of any age may be worked in certain callings and at certain times as long as 15 hours a day and as long as 105 hours a week. We have no limitation on the employment of children in occupations which are hazardous or detrimental to health or well-being. These examples illustrate the antiquated state of our child labor laws and they must be re-written to reflect an enlightened viewpoint.

The health and welfare of our women are being jeopardized by the long hours of labor required of them by certain establishments. We need laws that regulate the hours of labor that women can work in mercantile and service establishments, in order to reduce the number of hours per day and per week, and to prevent so much employment in the late hours of the night.

Our economic welfare as a State depends upon the per capita income of our people. We must make every effort to provide productive employment, at wages and hours and under working conditions, which make for health, decency, and the welfare of our workers. Serious consideration should be given to the enactment of a minimum wage law. A law providing for a mini-

imum wage for all workers, except those in agriculture and domestic service, could well be passed at this time.

11. AGRICULTURE

South Carolina is predominantly agricultural, and a sound State economy cannot be maintained without a healthy agricultural economy. If we are to raise our standard of living, we must encourage and assist our farmers to increase their farm income by the use of machinery and other expedients which will mean higher per capita production, and where this is impracticable, they should be encouraged to make their lands yield an income by livestock and dairy farming or by growing forest products. We cannot prosper as a people unless our farmers prosper. The farmer is the backbone of our whole economic structure, and creates most of our basic wealth.

We must give the farmer the benefit of scientific research, be alert to establish and locate industries in our borders which will use and process his products, see that what he raises can reach the markets of the nation and of the world on a basis which will enable him to realize a fair profit, protect him against the burden of discriminatory freight rates, guard him against the imposition on our farm produce of unfair taxes, and achieve unity of purpose and coordination of effort in long range planning for agricultural progress.

The farmer needs all-weather farm to market roads, criss-crossing our counties and supplementing our fine system of main highways. He needs electricity, telephone service, canneries, storage plants, freezer lockers, dehydration, and processing plants. Vocational training for the handling of farm machinery and equipment must be provided.

For their best interest, I urge our farmers to affiliate with an organization, such as the Farm Bureau, the Grange, or other farm organizations of that kind, which are actively engaged in the solution of their problems. The value of such organizations was recently shown by the fine work of the Farm Bureau in bringing about the passage of a gasoline tax refund law for farmers, and in obtaining increased prices for pulpwood and cottonseed.

The solution of the pressing immediate needs of our farmers lies largely within the province of farmers themselves in co-

operation with our existing administrative agricultural agencies, State and Federal; and I urge their continued efforts in this important field. I recommend the enactment of the legislation which will be needed to carry out the foregoing objectives.

12. EDUCATION

Public Schools.—In education lies the hope of the future. It is vital to the development of our human resources and the primary agency for this development is the public school system. The quality of citizenship in our State a generation hence is being fixed today by the quality of education our boys and girls are receiving. The task of instructing children in good citizenship, of equipping them to earn a livelihood, and of instilling in them a respect for our heritage and our future, is the sovereign duty of the State, and is, in my judgment, the best investment a state can make.

Commendable is the progress made in South Carolina in recent years, but what has been done falls far short of what must be done in the future. We have made progress in financing education through the State aid system, which, though inadequate, has brought a measure of equalization of opportunity for schooling within the State. The recently adopted plan of teacher certification provides for the recognition of the teachers' training and experience and will have great effect in improving the quality of work of our schools. The addition of the twelfth grade, a most progressive step, should result in a school program not inferior to that of any other State.

A searching examination of our school program is urgently needed. The machinery of organization must be improved, objectives should be determined in the light of present day needs, and methods adopted that will best realize these objectives. The organization of our public school system is based on needs and conditions as they existed over fifty years ago when the present Constitution was adopted. We need re-evaluation of school administration at State, county, and local levels as well as a thorough study of the curriculum. Is it any longer necessary, for example, that we should have 1,723 school districts, most of which are too small for efficient operation? I shall not here take the time to elaborate upon what I regard as the defects of our present school system. We must go forward with a survey

of the State's schools, and I recommend to the General Assembly that this survey be adequately financed.

Today we are facing a crisis in education that will have alarming consequences unless immediate steps are taken to secure and maintain competent teaching personnel. The shortage of teachers, evidenced throughout the nation, is felt in South Carolina to the extent that it constitutes a threat to the public welfare. The supply of trained teachers has been decreasing year by year and increased numbers of college graduates have turned their backs on teaching as a profession. The quality of our citizenship depends upon the teaching within our schools, and for good teaching we must have good teachers. I urge as a matter of first necessity that the salaries of teachers be materially increased, and recommend for your consideration the new salary schedule of State aid proposed by the South Carolina Education Association.

I favor Federal aid for public education, with the understanding that such aid should be without Federal control and the State public school system remain entirely under the control of the State. It is a disturbing fact that if we in South Carolina spend all our public revenue for the support of education, we should still not be able to give our children the advantages enjoyed by children in many other states. South Carolina has the greatest percentage of children of school age of all the states in the United States, and since the children of one state may become citizens of another state, it is appropriate that their education be financed by taxpayers everywhere. The Federal government has been providing assistance to education since 1862, when grants were made for the establishment of agricultural colleges, and increasingly since that time large appropriations have been made for the support of some specific form of education such as Agriculture, Home Economics, Trade and Industrial, and Vocational Rehabilitation. It is illogical to oppose Federal aid for education and at the same time advocate Federal aid for road construction and other purposes. The fear of Federal aid to education is without foundation, for we shall have more Federal control without it than with it, because the effect of Federal court decisions requiring equalization as between the races will cost the State much more money and conse-

quently lower the quality of the total school program unless aid is received from Federal sources.

Specifically, I wish to make the following recommendations:

1. That consideration should be given to the establishment of kindergartens and nursery schools and to the greater use of modern media of instructions, such as audio-visual aids and radio. We should consider the prompt establishment of a Frequency Modulation (FM) educational radio station, as has already been planned in 21 other states. Later, additional stations can be added to form a statewide network of such stations. There is strong sentiment favoring a suitable memorial to World War II veterans. Could a more fitting memorial to World War II veterans be established than a statewide system of radio for educational purposes?

2. That greater emphasis should be placed upon instruction in the following fields: health, safety, physical education, alcohol education, homemaking, vocational training, as well as the fundamental subjects of reading, character building, human relationships, and public affairs.

3. That the school library services be expanded as a link in the chain of education. Incidentally, during the last school session only 39% of the schools had any libraries whatsoever.

4. That the State furnish a sufficient number of competent supervisors to aid the teachers of the State to improve their efficiency, and that the State also provide for adequate inspection of the schools to insure that value is being received for the money expended and to secure the enforcement of school laws.

5. That the compulsory school attendance law be strengthened and rigidly enforced. According to the 1940 U. S. Census, the last one available, only 82% of the children in South Carolina between the ages 6-17 inclusive were enrolled in school. During the school year 1945-46 an average of about 20% of enrolled pupils were absent each school day, which means that the same percentage of the total cost of operation of the public schools failed of its purpose. Since the total cost of operation during the school year 1945-46 was approximately \$25,000,000, the loss to the State, on account of absence of those enrolled alone during that school session, amounts to \$5,000,000.

6. That adequate appropriation be made for vocational rehabilitation.

7. That the State supported school term be increased to 9 months on a permanent basis. The present 9th month is provided for temporarily in the annual appropriation bill.

8. That State aid for the schools be based on the current or the preceding year's enrollment, whichever the more accurately reflects the individual school's current needs. Unless this is done, some of the schools will be handicapped in their efforts to provide for the increased enrollments that will result from the increase of the birth rate.

9. That the division of School House Planning in the State Department of Education be restored.

10. That more attention be given to Negro education. The low standing of South Carolina educationally is due primarily to the high rate of illiteracy and lack of education among our Negroes. If we provide better educational facilities for them, not only will much be accomplished in human values, but we shall raise our per capita income as well as the educational standing of the State.

11. That the State pay the salaries of the County Superintendents of Education, basing their salaries on the type of teacher's certificate held by them, with authority to the counties to supplement their salaries if desired. A survey of the State's school system will no doubt recommend a reorganization of county school administration. It is my belief that the County Board of Education should be elected by the people, and that this board should be charged with the responsibility of administering the county's school system, through the County Superintendent as its agent, the County Superintendent to be chosen by this Board.

12. That appropriations for the transportation of pupils be increased to take care of the increased cost of this service.

13. That teacher-training scholarships on a loan basis be established to encourage a greater number of capable young men and women to enter the teaching profession.

14. That the school textbook law be amended so that the State Board of Education may extend existing contracts at increased prices, in order that it may not be necessary to make new adoptions at this abnormal time; and that the law also be amended

to provide for an indeterminate, rather than a fixed, adoption period.

15. That a free school book system be inaugurated as soon as the finances of the State will permit, and pending that time free rentals be provided for indigent children. We compel all children in South Carolina to attend school, therefore, we should furnish them free textbooks.

16. That the program of in-service training of teachers be expanded to provide better opportunities for teachers, and that similar opportunities be made available to veterans and other persons desiring to further their education.

17. That the State Department of Education be reorganized to fix more definite responsibility, promote efficiency, and provide more and better services to education. Much of the confusion in educational administration in this State is due to the fact that neither the Constitution nor the statutes provides for a definitely constituted agency charged with the responsibility of administering the State's school program. It is my belief that the State Board of Education should be reorganized to eliminate *ex officio* membership, and that the appointed members should have long tenure with the provision that the terms of a majority would never expire during the incumbency of any one Governor. The State Board of Education, thus constituted, should be charged with the responsibility of administering the State's school system, through the State Superintendent as its agent, the State Superintendent to be chosen by this Board. I hope the General Assembly will give attention to the necessary constitutional amendments to effect this reorganization.

Institutions of Higher Education.—Like the public schools, the State's institutions of higher learning are facing a crisis. Their capacities, both in physical facilities and in personnel, are inadequate to the task of making provision for their greatly increased enrollments. They are making praiseworthy efforts to make the best of a difficult situation. However, it is the duty of the State to give better support to these institutions, so that the needs of the veterans may be met and provision made for normal and permanent increases in enrollment. Here I refer not merely to the physical plant but also to the need for paying better salaries to college professors, in order that a high grade of teaching personnel may be attracted and maintained.

In recent years there has been much discussion of the desirability of effecting a coordination of the work of the State's colleges in order to eliminate wasteful duplications and overlapping of services and effect a more unified program of higher education, as well as eliminate competition for students, buildings, and legislative appropriations. Certainly we should be in position to think and act in terms of the total program of higher education. Many of the States have taken action to coordinate their programs and institutions of higher education with beneficial results, among them our sister States of Georgia and North Carolina. "The Peabody Report on Public Higher Education in South Carolina" should have the serious consideration of the General Assembly. I recommend that a joint resolution be adopted providing for a committee composed of persons appointed by the House, the Senate, and the Governor to draft a bill for submission to the General Assembly to make provision for effective coordination of our institutions of higher education. I am strongly in favor of allotting the surplus which has accrued to the State during the past several years to our institutions of higher learning to be used by them for enlarging and strengthening their plants and facilities. I believe, however, that the bulk of such allotments should be held in reserve until prices of building materials and equipment are more favorable than at present.

Adult Education.—The State should give more attention to adult education, not only through its support of the Opportunity School, but by making better use of the local schools for opportunities within the community. The school is a natural center for many community activities and should provide for continuation education, night schools, and adult education programs of various types. The local schools should assume the responsibility of eliminating adult illiteracy within the community.

Vocational Education.—I recommend that much greater emphasis be placed upon vocational education. The welfare of the individual requires that he be prepared for earning a livelihood, and the welfare of the State requires that we have a greater number of persons with technical training for the age of greater industrialization that lies ahead in South Carolina. The economic status of this State will be greatly improved by convert-

ing common labor to skilled labor through vocational training. Practical considerations, however, impose a limit to the amount of vocational education that can be offered in the small high schools. I recommend that area vocational centers be established. As a beginning, I recommend that one such center for each race be established at this time for instruction in the trades and in mechanical skills, such as printing, electricity, radio, and others. In conference with representatives of the War Assets Administration, I was assured that a site with buildings for such a school can be obtained from the Federal government without cost to the State, and that much of the necessary equipment could be obtained from the same source. In order that definite plans may be made for such a school, I recommend that the General Assembly at this session enact the necessary legislation to establish these centers, and that a board of trustees be appointed to proceed with their organization.

13. LIBRARIES

Progress has been made in library development in the State, but much remains to be done before a network of county and regional libraries extending over the State will make books equally accessible to every person in South Carolina. Only 17¢ per capita is now being spent per year in South Carolina for library service, mainly from local appropriations, while the minimum national standard is \$1.00 per capita. The circulation of books per capita in South Carolina is one-tenth of the national average. 43% of our citizens have no public library service whatsoever. These conditions must be corrected.

14. HEALTH

The greatest asset of mankind is health. If our State is to progress and develop, our people must be healthy. To protect this asset, the wonders of modern medical science, both in restoring health to the afflicted and in the prevention of disease and illness, should be made fully available to all our people, and not merely to those who can afford it. Only the rich and the very poor can now obtain medical and hospital care without disastrous financial consequences to the family budget.

1 out of every 3 young men in our State was found physically unfit to bear arms in World War II. Health authorities say that 90-95% of our 364,000 elementary school children are in need of dental attention. In South Carolina last year, over 16,000 mothers gave birth to babies without the aid of a doctor. South Carolina has a tremendous health problem in child health and venereal diseases. We rank third from the highest rate in the nation in infant deaths, and fifth from the highest in venereal disease. Many of our rural communities are still without maternity and child health clinics, school health services, and the like. Crippled children are not yet fully cared for. Many children grow up with little or no attention to their health, and yet the healthy development of children is of basic importance not only in our family life but in the life of our State. Health officers are finding more and more serious heart, kidney, and lung diseases, and eye ailments.

One vital need of this State is a well-organized, long-range health program, to attain the highest possible level of mental, physical, and social well-being of our people. It is high time that we immediately set up and carry out such a program. The public is entitled to it, and the powers of government should be employed to provide it.

We need more hospitals, adequate in size, location, and facilities for the application of medical discoveries to the benefit of our people.

There is a critical shortage of doctors, nurses, and every kind of health and medical personnel, while the State Medical College is begging for the enlarged facilities for training them. The sorely needed teaching hospital and clinic at the Medical College will be the keystone of the State Health Program, and this hospital should be constructed as soon as the time is propitious.

We live in a miracle age. Atomic bombs and bacteria may destroy large cities in a matter of minutes, and machines travel through space faster than sound. Yet the greatest accomplishment of man has been and will be to prevent illness, conquer disease, and safeguard and improve health.

The following health program is recommended for the consideration of the General Assembly:

1. That the sorely needed teaching hospital-clinic at the Medical College be constructed as soon as the time for building is suitable. In connection with its construction, we shall need to amend our present legislation so that we can obtain the Federal aid available for that purpose. The Federal law requires that the State shall provide 60% of the cost of the proposed hospital, and it would appear wise and necessary that we change our law to agree with the Federal ratio, and also to take advantage of any change in that ratio which may subsequently be made.

Repeated competent analyses have produced an estimate of at least \$4,000,000 as the cost of building the hospital-clinic, and also a comparatively small completion of the Medical College plant proper. The State has previously appropriated \$1,500,000, and should now appropriate the additional \$900,000 needed, and provide that if the Federal participation shall be changed to more than 40%, the State appropriation will be automatically reduced by the corresponding amount.

Building costs are too high at present, but as soon as they are reduced, we should immediately go forward with the construction of this hospital-clinic, providing, of course, that Charleston County furnishes acceptable land for its site.

This hospital-clinic will make it possible for those citizens with obscure illnesses to get as good diagnostic and therapeutic care as may be had, and at a cost which they can afford, and near home. There is a special need for hospital facilities, both for the purpose of teaching medical students as well as for the benefit of our people for treatment of such cases as nutrition deficiencies, mild forms of epilepsy, and other like conditions. The ordinary citizen and the indigent, who now are denied such care because they cannot go to Duke or Mayo or Johns Hopkins or to some other similar center, will then be able to have as good care as our wealthier citizens now get.

The hospital-clinic will provide clinical facilities for medical students, making their training in the clinical years broad and satisfactory. It will afford added opportunities for interning, resident physicians' training, and for the continued training of doctors. It will offer facilities of a high order for the training of nurses, as well as for a variety of medical technicians.

2. That hospitals with adequate facilities and with proper standards be made available to the entire population at reasonable prices, with free hospitalization furnished to the medically indigent people. This will include large central hospitals, located in different sections of the State, completely equipped and staffed for all diagnostic and treatment purposes; and local hospitals within 25 miles of each county border.

3. That a hospital licensing bill, setting up standards for hospitals, which is a prerequisite to our participation in the distribution of Federal funds for hospital construction, be enacted.

4. That adequate health centers housed in adequate buildings be provided in each county.

5. That the State of South Carolina cooperate with the Federal Government in every way in securing for this State its full share of the money authorized by Congress under the Hill-Burton Act for hospital construction, and funds for health purposes from such other Federal acts as may be passed in the future.

6. That the Medical College of South Carolina remain in Charleston and there be fully developed as a medical, educational, and service center of the highest order. The Board of Trustees, the South Carolina Medical Association, and the Peabody Survey each weighed the evidence on this question and all reached the conclusion which I recommend.

7. That the authorities of the Medical College should bring to its graduates hereafter a realization of their indebtedness to the State for the expense it bears in their training, and that in return they should devote at least one year of their professional services within South Carolina, particularly as long as there is a serious shortage of doctors.

8. That the Executive Committee of the South Carolina State Board of Health be reorganized and reconstructed so that a majority of its members shall be consumers of health services, in other words, lay members. At the present time the Board is composed of representatives of the Medical Association, Pharmaceutical Association, and Dental Association, together with two *ex-officio* members, the Attorney General and Comptroller General. Proper representatives of these Associations should be on the Board of Health, and the *ex-officio* members should be

eliminated. This group, together with representatives of agriculture, labor, industry, and other consumers of health services, would compose a board more representative of the people and one which would be interested in all programs of the Board of Health, both from a professional and a lay viewpoint. All changes in the law required to bring about this reorganization should be made.

9. That a vigorous program of health education sponsored by the State Board of Health, through each County Health Department, with publicity by such means as newspapers, radio stations, theaters, churches, and schools be instituted on a continuing basis. This should include a nutritional health program, conducted periodically.

10. That an intensive campaign be waged in every county of the State to rid the public of infectious and contagious diseases. Such a campaign proved very successful in a drive sponsored recently against tuberculosis and venereal diseases by the City of Savannah, Georgia.

11. That preventive medicine be furnished free to the entire population, and this information be made known to the public.

12. That medical treatment be furnished free to the medically indigent members of the population.

13. That free treatment be given for venereal diseases to all members of the population, and this information be made known to the public.

14. That free dental and physical examinations be given periodically to pre-school children and to all students in public schools and colleges, with special emphasis upon the eyes, heart, kidneys, and lungs.

15. That a physical examination be required of both parties prior to marriage, including a blood test.

State Hospital.—I want to pay a tribute to our State Hospital for the Insane. During the past year much criticism has been directed against many mental hospitals throughout the country, and wide publicity has been given to the deplorable conditions found therein. It should be a source of gratitude and pride to all of our citizens that our own institution has been rated as one of the ten best in the nation. I feel sure that it is

a desire of all that this standard should not only be maintained but that the Hospital may be able to contribute much through its research endeavors.

It is not good business to continue to erect buildings and appropriate large sums of money to take care of the mentally sick and do nothing more. We should endeavor through properly applied research to find ways of preventing and curing mental disorder before it reaches the hospital stage. This would be real economy, both in human values as well as in money values. From personal observation and knowledge gained during the war, I know that psychiatry will continue to be an important factor in the well-being of the human race.

The annual report of the State Hospital shows that by the will of the late Mrs. W. S. Brown there has been set up at the Hospital a Research Foundation for mental diseases. There is at the present time \$135,000 in the Foundation which is administered without cost by a self-perpetuating Board of Trustees. This is a most worthy enterprise, a step in the right direction, and it is my hope that the Foundation may reach such proportions by donations and bequests as will insure scientific research in this important phase of medicine for all time to come.

Provision should be made at the State Hospital for care and treatment of alcoholics and narcotic addicts.

15. RECREATION AND PARKS

Adequate recreational programs and facilities throughout the communities of the State are important to the morals, happiness, and welfare of our people. Making available recreational opportunities for citizens of all ages throughout the whole year is a subject of general interest and concern and a function meriting appropriate consideration by our governing bodies.

Both the State and our municipalities should show their recognition of this need in our community life by the creation and development of more parks, athletic fields, playgrounds, and other community facilities; and we should lose no opportunity to broaden continually these programs from time to time. The expenditures required are not large, and they yield benefits far out of proportion to the cost in relieving the tension and stress of our complicated daily life and also in assisting those charged with the solution of our juvenile problems.

16. PUBLIC WELFARE

Our constitutions for nearly a hundred years have carried the requirements that provision be made by law "for all those inhabitants who by reason of age, infirmities, and misfortune may have a claim upon the sympathy and aid of society." In a well-ordered economy, it is vital that an adequately supported public welfare program be available for those people who are unable to care for themselves and who have to be given care and services either in their own homes or institutions.

South Carolina has made great strides in the past few years in meeting economic needs of the family and in providing services for children through its assistance programs. The extent and adequacy, however, both of the assistance and of the social service programs, are far from sufficient to meet needs and to provide services on a basis which gives family security. More adequate appropriations are needed to meet the total needs of the aged, handicapped and unfortunate, and particularly of dependent children.

Broadening of the Social Security Act and extension of the Federal social insurance programs will bring about a decline in our State's old age assistance load and the number of children receiving aid, and this goal should receive the attention of both the Federal and the State governments.

Much of our present legislation relating to children, including child-placing, guardianship, and custodial laws, the adoption statutes, and the function of the courts, as well as of the child-caring agencies and institutions in the State, need study and clarification.

The purpose of public assistance is to provide necessary aid for the residual group of persons not covered by the old age and survivor's insurance features of the Social Security Program, which does not cover agricultural workers, domestic servants, and self-employed persons. In South Carolina, a predominantly agricultural State, only 42% of the employed labor force are in covered employment, while Connecticut, with a slightly smaller but highly industrial population, has 70-75% of its labor force in covered employment. As a result, South Carolina necessarily provides old age assistance to 249 out of every 1,000 persons over 65 years of age in the State, while Connecticut is giving assistance to only 99 out of every 1,000 aged persons. Only through

the extension of the Federal social insurance programs can we expect a decline in the old age assistance load and the number of children receiving aid.

In order to develop a more comprehensive and adequate Public Welfare Program for the protection of the needy citizens of this State, I recommend the following action by the General Assembly:

1. (a) That a concurrent resolution be adopted memorializing Congress to extend coverage under the Insurance Titles of the Federal Social Security Act to the entire working population of the country.
- (b) That Congress be urged to adopt legislation granting Federal financial participation in the cost of public assistance on a basis of the State's relative economic capacity to provide such funds from its own resources, rather than on a matching basis.
- (c) That Congress be urged to extend the public assistance titles of the Federal Social Security Act to provide Federal participation in general assistance to care for mentally or physically handicapped persons, as is currently being provided under the categories of old age assistance, aid to the needy blind, and aid to dependent children.
2. I recommend that the General Assembly:
 - (a) Enact legislation regulating child-placing and providing for the development of standards of care for the certifying, supervision, and regulation of agencies and institutions within the State of South Carolina, engaged in the business of receiving and caring for children, or by placing them or boarding them in private homes.
 - (b) Study the State's present child adoption laws and enact legislation to strengthen and modernize them.
 - (c) Study and re-define the present guardianship and custodial laws in order to protect children who are without proper parental supervision, and enact legislation clarifying the jurisdiction of the several courts as to children.
 - (d) Amend the present Public Welfare Act to eliminate the statutory maxima for old age assistance, aid to the needy

blind, and aid to dependent children, the restrictive income clause of \$240, and the citizenship requirements for old age assistance; further, that the provision limiting eligibility for aid to dependent children to those under the age of 16 be amended to include children up to 18 years of age for whom Federal matching is available.

- (e) Provide sufficient funds to care adequately for the State's dependent children, the aged, and the blind; and that particular attention be given to the appropriation to care for handicapped and unfortunate persons for whom the State receives no Federal aid.

I might add that the State Director of Public Welfare and the State Board of Public Welfare concur in these recommendations.

17. HIGHWAY SYSTEM

The net funded debt of the Highway Department as of November 30, 1946, was \$47,920,557.88.

Contracts in the amount of \$13,526,946.40 for 100 road projects totalling 664 miles and 28 bridges totalling 16,201 feet were let during the calendar year of 1946.

With the Federal funds available, the Department is in a position to construct roads and bridges costing \$18,000,000 annually. The State's part of this \$18,000,000 annual program can readily be financed with the cash on hand and with the issuance of bonds not to exceed \$6,000,000 per year, provided the income from the gasoline tax is maintained at the present level. Since the Department retires the existing bonded indebtedness in the amount of approximately \$6,000,000 yearly, the issuance of \$6,000,000 of bonds yearly would not increase the existing bonded indebtedness. An \$18,000,000 road program for the coming year would be an increase of approximately 35% over the amount spent during 1946, however, unless sufficient equipment, labor, and materials become more plentiful, the Highway Department may be unable to increase the 1946 construction expenditures of \$13,526,946.40.

I have conferred with officials of the Highway Department and am informed that they plan to accelerate the Secondary

Road Program of farm-to-market roads as rapidly as prevailing conditions will permit, and to construct a very economical type of secondary road in order to obtain as many miles of improved roads as is possible with the available funds.

The State Highway System now consists of 15,509 miles of roads, and on July 1 of this year 5% of the remaining county roads will be added to the System, making a total of approximately 17,700 miles as of July 1, 1947. It is recommended that, after the above additions have been made, no other roads be added until such time as a majority of the unimproved roads then in the System have been improved.

Proper maintenance of the unimproved roads imposes a serious problem due to unsettled conditions. It will require several years to construct any substantial portion of the unimproved roads, and it is hoped that equipment and supplies will soon be available in sufficient quantities to permit these roads to be placed and maintained in a suitable condition so that they will, at least, be passable for year-around travel.

18. SAFETY

The loss of life and injuries suffered, resulting from accidents in the many phases of our life, are appalling. Government and citizens alike must concern themselves to reduce the loss, grief, and suffering thus occasioned. Safety training and education, preventive legislation with rigid and impartial enforcement of present laws, will do much to reduce accidents, but individual practice of safety will still remain the chief factor in obtaining desirable results.

Highways.—I wish to commend the State Highway Department and the Highway Patrol on the excellent work which they have done in promoting safety on our highways. They cannot, however, solve the problem alone. In the face of an increasing toll of casualties on our streets and highways, we must recognize that one of the most positive challenges to public action is the need to reduce traffic accidents. This is a responsibility of each and every citizen.

During the year 1945, there were 450 persons killed in South Carolina traffic, and 1,792 others suffered injury. Last year (1946) in 5,047 accidents, 649 persons met death on our streets and highways while 3,554 others were injured. This represents

an alarming increase in accidents of 101%. Traffic deaths increased 44% in 1946 over the preceding year. This useless slaughter of our people must be stopped. With increasing use of the highways in the years ahead the problem will be magnified. We can meet this challenge only through intelligent, vigorous, and concerted action.

Efforts toward providing greater travel safety have been handicapped, to some degree, by the suspension of periodical inspection of motor vehicles. We should return immediately to vehicle inspection to assure at least that mechanical defects are corrected and that the danger of unsafe motor vehicles is removed.

Traffic laws must be rigidly enforced. All special privilege and political interference must be eliminated from enforcement processes. Drunken driving on our highways must no longer be tolerated. Last year in South Carolina over 4,000 drivers were convicted of driving while under the influence of intoxicants, twice as many as were convicted during the previous year. I call upon all law enforcement officials to enforce the law, without exception, against persons who use our highways while in an intoxicated condition. Our State needs to adopt for its use one of the several scientific tests for drunkenness. Under modern techniques a practical and proved test can be given on the highway at the accident scene to determine definitely if the driver is intoxicated. The powerful weapon of license suspension must be applied to remove these violators from behind the wheel.

The full force of license denial, suspension and revocation must be directed toward improving the habitual violator of traffic regulations. In this respect, the driver's license law should be amended to make it mandatory that all Municipal and State Courts report to the State Highway Department convictions of all moving traffic violations. The State Highway Department should be authorized to act upon the licenses of driver violations reported from another state, in the same way that it acts upon violations occurring within this State. Amendments should further be made in our driver's license law to provide a severe penalty for drivers operating a motor vehicle while driver's license is under suspension, and to provide that the State Highway Department be given authority to issue a restricted or limited driver's license based upon the driver's demonstrated ability and the type of equipment proposed to be driven. Provision

should be made for the issuance of a learner's or beginner's driving permit. The State Highway Department should also be authorized to revoke or suspend the driving privileges of a non-resident upon just cause. An amendment to the Highway Safety Act should be made to provide for the suspension of driver licenses, not only upon conviction of driving while under the influence of intoxicating liquor or narcotic drugs but also upon receiving satisfactory evidence or information from competent authority within or without the State of a conviction, or the entry of a plea of guilty and sentence thereupon, or the forfeiture of bail.

Favorable consideration should be given by educational authorities toward the installation of driver education courses in the high schools of our State in order to provide understanding and training for "tomorrow's drivers".

School Buses.—To provide the greatest safety in the transportation of our thousands of school children, we must make certain amendments to our School Bus Law. We should fix a minimum age for school bus drivers, and require them to be selected most carefully so as to insure only the employment of well qualified, safe drivers, of good habits. School buses should be required, not only to stop at railroad grade crossings, but the operator should be required to open the school bus door, look, listen, and by other means ascertain that a train is not approaching before proceeding across the track. The School Bus Law should be further amended to require that buses shall have all metal bodies, be equipped with mechanical stop arms to be operated by the driver, and be equipped with an appropriate identification sign to be placed on the front of the bus. Drivers should not be permitted to smoke while driving a school bus.

Industrial.—Accidents and deaths in the industrial plants of this State can be reduced. A drive should be made to curtail them, and I call upon management and labor to join in a program to this end. Foremen and other persons should receive special training and should then instruct the workers in the various plants. All persons working in industrial plants should be given physical examinations, especially visual examinations, for their own protection. We need a boiler and elevator inspection law to provide for the proper inspection of this equipment.

Farm.—Farm machinery will be coming into wider use. Those being taught to handle farm machinery should be trained along safety lines. Precaution should also be taken on the farms to prevent accidents by livestock, electricity, insecticides, and so forth.

Railroad.—The number of accidents and deaths at railroad crossings is a constant source of concern. These must be decreased. Automatic gates or lights should be installed at grade crossings in heavily traveled areas.

Hotels and Public Buildings.—I recommend that legislation be enacted to require that all hotels in this State, having more than two stories, be equipped with fire extinguishers, outside fire escapes, doors to stairways, and either an automatic sprinkler system or automatic fire alarm. The recent catastrophe in Atlanta which cost the lives of over 100 persons emphasizes the necessity for this protection. I also recommend legislation requiring that all outside doors to hotels and public buildings be required to open outward.

19. VETERANS

South Carolina contributed about 200,000 of its sons and daughters to the armed forces of the nation during World War II, and we as a people are grateful to them for the part which they have played in bringing about final victory.

There are many things within our means which we should do for our veterans. They lost valuable time and opportunity while away, and it is not amiss that we help them catch up.

We must encourage our veterans to continue and complete their education in the public schools, colleges, and vocational centers, and provide the facilities for them to do so. I consider it of utmost importance that next semester every veteran of our State who desires to attend college or pursue a vocational course be given that opportunity, even if night classes must be held, additional teachers employed, and requests made of patriotic citizens to house them. This is a matter of high priority demanding prompt action by the General Assembly and our institutions of higher learning. We should be sure that the children of veterans who gave their lives, or were disabled in the service, shall receive an education. We should set up a committee composed of representatives of veterans' organizations to study housing ques-

tions and make recommendations to the State government on ways for the State to assist in the solution of this critical problem. We should afford every cooperation in the carrying out of the Veterans' Rehabilitation Programs. They should have free automobile driver's licenses and be exempted from local business licenses for five years. We should make available to them a bonus in a reasonable amount. If this cannot be done on a cash basis, it may be made payable in the form of a credit from time to time, against any taxes due by them, State, County or Municipal.

20. DEFENSE

In both World Wars America was unprepared. The War Department and the citizens of the United States will insist that we have a small Regular Army but a large National Guard and Reserve Corps. 98% of our Armed Forces in both World Wars were citizen soldiers and 2% professional soldiers. An adequate, well trained National Guard and a large number of Reserve officers with their enlisted Reserve units, is the American way of having soldiers ready for internal security of the respective States and for a National emergency. The Federal Government realized that money appropriated for the National Guard and the Reserve Corps is the most economical way of maintaining a large M-Day fighting force.

I cannot let this occasion pass without paying a sincere and well-deserved tribute to the fine, unselfish, patriotic, and efficient service which was rendered during the war by the members of the State Guard who took the place of the National Guard when it was called into Federal service. They carried on the high traditions of the militia of South Carolina, established over a period of nearly two centuries. As they are replaced by the newly organized National Guard, they have every right to look back with pride to a job well done.

21. AVIATION

The age in which we live is characterized by air travel, commercial as well as private, for both pleasure and business. It is important to our State that we keep abreast of the times in developing airports and other adjuncts to safe and efficient flying, and not only the State but the counties and the cities of South

Carolina have shown their appreciation of this fact by their efforts to develop airports and equip them.

The Federal Airports Act has made large sums available to States and political sub-divisions on a matching basis. Our State is eligible for some \$4,400,000 of these funds during the 7-year period 1946-53, and approximately \$377,601 can be had during the fiscal period 1946-47.

We should be able to have a network of airports throughout the State which will make this highly modern and efficient mode of transportation of the greatest possible service to our people.

Aviation is becoming a big business in South Carolina, and if the present progress continues, it will rival the State Highway Department in money invested if not in passengers carried. Consideration should be given to reorganizing the Aeronautics Commission to meet these new days and conditions by enlarging it, to give each Judicial Circuit representation to care properly for the interests of every section of South Carolina.

22. EQUAL RIGHTS FOR WOMEN

I favor equal rights for women in every respect. More women should serve on boards, commissions, and other positions of importance in the State Government. I favor equal pay for equal work for women. I recommend that women be permitted to serve on juries in this State, as the presence of women in the court room and in the jury room would be a wholesome influence.

23. UTILITIES

Water Power.—As a result of power developments in our State, we are expanding the use of electricity; and at the same time, as a result of this greater consumption, we are reducing the cost. In 1932, before the Roosevelt administration inaugurated its power program, the average cost of a kilowatt hour of electricity for residential use in South Carolina was 6.04c. Today it is 2.80c, a decrease of 53%. In 1932 South Carolina homes served by privately owned power companies used slightly more than 37,000,000 kilowatt hours of electricity. In 1945 the same type of domestic consumers used 249,000,000 kilowatt hours, an increase of approximately 573%. We must continue to develop our power resources by private capital, and where necessary and desirable, by public funds. I am delighted that work is already under way on

the Clark's Hill project on the Savannah River. As Governor, I shall give the full influence of my office to the completion of the Savannah River development under the present U. S. Army Engineers' program. While Governor I hope to see the Lyles Ford and similar projects undertaken on the Broad River.

Rural Electrification.—The completion of the Rural Electric Cooperative Program for the electrification of the rural areas of South Carolina is a matter of vital importance to every farm home in the State. The wholesale rates being charged by certain power companies are much higher than those charged by other power companies. The rates are greatly lacking in uniformity, varying from 7½ mills to 12 mills per kilowatt hour, and such rates greatly hinder the completion of the cooperative program in the State.

I recommend that the Public Service Commission, and if necessary the General Assembly, take such action as required to bring about such reduction in wholesale rates as will provide power to our Rural Electric Cooperatives at a reasonable price and to all of them on a uniform basis.

Telephones.—There is a lack of telephone service in both our rural and urban areas. There are only 14 telephones for every 100 families in South Carolina, while the national average is 37 telephones for every 100 families. In our rural areas, there is only 1 telephone for every 100 farm persons compared to a national average of 7 telephones per 100 farm persons. There is no reason why our mill villages should not have telephones and there is no reason why this service should not be extended to farmers, especially since telephones can now use power lines for transmission of messages. Before the South Carolina Public Service Commission passes on the request of the telephone companies for increased rates, I trust a thorough investigation will be made for its justification. Cheaper rates and more extensive use of telephone service make more sense to me than increased rates and limited service. It would seem that the rate trend for telephone service, should logically be downward, not upward.

Telegraph.—One other situation in the utility field needs consideration. Western Union recently absorbed Postal Telegraph, and this corporation now enjoys a monopoly in this field. It was argued that this combined operation would lead to a more extended service. Our small towns have only a limited telegraph

service, and I have been informed that there is a tendency to limit further this service. This we should not tolerate.

I want to see all of our public utilities catch the spirit of expansion and extended use of their facilities. Rate increases and curtailment of services are going in the wrong direction. We must move forward in this field, not backward.

24. SURPLUS WAR PROPERTY

In view of all the surplus government property that is and will become available, it is my opinion that there should be set up on a temporary basis a legally constituted commission to work with the War Assets Administration so that South Carolina can receive her just share of the surplus war property. There is an untold amount of valuable real property, medical equipment, machinery, office equipment, and other kinds of property that this State can purchase for a very small part of the actual value.

The members of the Commission should be appointed by the Governor and their compensation should be on a per diem basis. This emergency Commission could and should act as a clearing house for purchases for counties, municipalities, hospitals, and eleemosynary institutions within the State. They should employ a full time General Manager or Purchasing Agent until the State establishes a central purchasing agency.

This Commission should have power to act as mediator so that allocation of property thus acquired is such as to provide the most good for the most people.

There are lands, buildings, etc. that are or will become available to South Carolina provided the proper authority is set up to deal with the War Assets Administration. Some of these properties could be used to great advantage as vocational training centers for veterans and others.

South Carolina is lagging behind other states because we have neglected to set up the machinery for receiving our share of this property. We should no longer sit idly by and be deprived of this opportunity.

25. LAW ENFORCEMENT

Respect for law is the bedrock of organized society. Respect for law depends on the efficient, determined, and impartial en-

forcement of the laws of the State. As Governor, I intend to see that law and order shall prevail in South Carolina. To this end I shall use the full powers given to the Chief Executive, and shall seek to obtain the cooperation of every sheriff and law enforcement officer in the counties and communities of the State. My full backing and cooperation as Governor will be extended to them. The homicide rate in South Carolina is double the national average. Other crimes are proportionately high. A concerted effort must be made to reduce law violations in this State.

Abuse of the pardoning power has too often weakened public respect for law and undermined the operation of our law enforcement agencies. I recommend that a constitutional amendment be immediately passed by the General Assembly and submitted to the voters, removing the power of clemency from the Governor except in capital cases, and making other provision for its exercise. For myself, I do not intend to abuse this power.

Establishment of State Bureau of Investigation.—The assistance that the State can give to county and local authorities in combating crime should be strengthened by establishing a State Bureau of Investigation, which would embrace the present State Constabulary and well-equipped laboratory conducted by men trained in crime prevention and detection. I recommend the immediate transfer of the present Identification Bureau from the State Highway Department to the Governor's Office, pending the establishment of the State Bureau of Investigation.

We should work for treatment and rehabilitation of prisoners by providing for separation of first offenders, and by installing general and vocational education in our penal institutions. We should provide for supervision of, and assistance to, prisoners for a year after their release. We should especially study juvenile delinquency, one of the most pressing problems of our time. 70% of all adult criminals were youthful delinquents.

A State-sponsored training school for state, county, and municipal officers held periodically will be of great benefit both to the public and to our officers, in keeping them abreast of the latest trends in crime prevention and police methods, and I feel very strongly that we should institute such a school without delay.

I particularly want to say that those who enrich themselves by breaking the laws of the State concerning gambling, vice in general, and illicit liquor selling, must be suppressed. We must keep faith with the law-abiding and God-fearing citizens who have entrusted us with public office.

26. LIQUOR CONTROL

In my campaign last summer I promised the people that I would sign any bill enacted by the General Assembly which would clean up the liquor mess in South Carolina. I repeat that pledge. But I would not be fully discharging my obligation to the people of the State who believe in temperance and sobriety if I stopped with this statement. While the solution of the liquor problem lies necessarily with the Legislature, I feel it my duty to recommend certain remedial legislation.

Dealing with liquor is no new problem. It has been with us through the ages. No law has been devised which has completely solved it. Temperance and sobriety spring from teaching in the home, the school, and the Church. But we can pass a law which will tend to reduce rather than encourage the consumption of liquor, which will take liquor out of politics and put an end to the fabulous profits which have enabled a few liquor dealers to threaten clean and decent government in South Carolina.

We hear on all sides that dealers in liquor have spent huge sums to influence the outcome of elections, both State-wide and local, and I hereby request the Tax Commission to make an investigation into such expenditures, find out how much they were, and how they were set up in the accounts of such dealers.

The evils and dangers of the present method of distribution of liquor are too well known to require extended discussion. Many excellent recommendations, some of the best of which are not included in the law as finally passed, were made to the House of Representatives in 1945 by the committee which the House designated to study the systems of other States. I urge the adoption of a plan whereby the control and revenue features of the State monopoly system can be obtained without the State itself actually going into the liquor business. To that end I propose that the present method of liquor distribution be amended in at least the following particulars:

1. Local option for counties and municipalities.
2. Reduction in the number of retail stores.
3. Stricter regulatory provisions.
4. Measures tending to reduce the consumption of liquor.
5. Reduction of profits by additional graduated license taxes.
6. Creation of an Alcoholic Beverage Control Board, and freeing the Tax Commission from the heavy burden of administering and enforcing the liquor law.

1. *Local Option*.—Each county and each municipality in South Carolina should be extended the right of self-determination as to whether whiskey shall be sold within such county or municipality. No county or municipality in this State should be forced to have a liquor store against the wishes of a majority of its citizens. Local option is democratic and it is fair. Local option would not be approved in so many states if it were not practical. While local option has disadvantages, our people feel they are more than offset by the advantages.

2. *Reduction of Stores*.—There are too many liquor stores in this State. They have sprung up like mushrooms and their number has created adverse criticism. Today there are 796 retail stores in this State. The City of Charleston, with a population of 72,000, has 110 liquor stores; Columbia, with a population of 62,000, has 111 liquor stores; Greenville, with a population of 35,000, has 37 liquor stores; Spartanburg, with a population of 32,000, has 22 liquor stores; Anderson, with a population of 19,000, has 13 liquor stores; Florence, with a population of 16,000, has 20 liquor stores; Greenwood, with a population of 13,000, has 14 liquor stores; Georgetown, with a population of 5,000, has 17 liquor stores; and Clover, with a population of 3,000, has 6 liquor stores. Raleigh, North Carolina's capital, with a population of 50,000, has only 4 liquor stores; Durham, with a population of 60,000, has only 3 liquor stores, and Wilmington, with a population of 35,000, has only 3 liquor stores. In few instances do cities in other States with populations comparable to cities in South Carolina have more than three or four retail liquor stores. It is apparent that any law effectively dealing with the liquor problem must radically reduce the number of liquor stores in South Carolina.

3. *Stricter Regulatory Provisions.*—Every liquor dealer, wholesaler or retailer, should be required to devote his full and entire personal time to the operation of his liquor establishment, and neither he, nor any member of his immediate family, should have any interest in more than one liquor establishment. Every retail licensee should be a citizen of South Carolina and a resident for at least one year of the county in which he proposes to do business; and no license should be issued to any individual who has ever been convicted of the violation of any law regulating liquor, or of any crime involving moral turpitude. Any liquor dealer found violating any law or regulation for the control, distribution or pricing of liquor, should have his license permanently revoked and his bond forfeited to the State.

4. *Reduction in the Consumption of Alcoholic Liquor.*—South Carolina is recorded among the highest in per capita consumption of liquor. The volume of liquor sold in this State last year was enormous, amounting to approximately 3,500,000 gallons, costing consumers about \$64,394,744. To combat this, we should prohibit every form of advertisement of liquor, whether by newspaper, by radio, by billboards, or by any other means whatsoever. Retail stores should be required to be constructed in such manner that no whiskey is visible to the public from the street; show cases should be prohibited, and the arrangement of the shelves within the stores should be required to be such that the prospective purchaser cannot see the bottles of whiskey offered for sale, but only a list of them properly posted. There should be no display of liquor to tempt our good citizens, especially the young people.

Every purchaser of liquor should be required to sign a receipt for the quantity purchased. This receipt should show the date, the address of the purchaser, and a copy should be kept on file by the retail dealer for inspection by the regulatory body.

Any retail dealer who knowingly sells or delivers any liquor for resale should forfeit his bond and his license should be revoked.

5. *Reduction of Profits.*—The sale of liquor is not an ordinary private enterprise or business, but is a privilege which may be granted or withheld. It is shielded by the State

liquor law from local taxation or regulation. Enormous profits are thus virtually guaranteed, and most of the evils in the liquor business at present stem from such huge profits. During the year 1946 gross profits to the 18 licensed wholesalers were \$4,594,289.10. 1 wholesaler made a gross profit of more than \$1,000,000; 1 more than \$750,000; 1 more than \$500,000; 1 more than \$300,000; 4 more than \$200,000; 4 more than \$100,000; 3 more than \$50,000; 2 more than \$40,000; and 1, the smallest, more than \$25,000. During the year 1946 gross profits to the 790 licensed retailers were \$13,178,015.23. 1 retailer had a gross profit of more than \$150,000; 2 more than \$50,000; 6 more than \$45,000; 12 more than \$35,000; 15 more than \$25,000; 90 more than \$15,000; 175 more than \$10,000. Of the remaining number, few made less than \$6,000 per year, and, for the most part, they were dealers in business less than the full year.

Licensed dealers, both wholesale and retail, pay salaries to their employees out of all proportion to the services rendered. Many salesmen draw salaries in excess of \$10,000. Clerical and stenographic employees are paid salaries proportionately high. Retail stores pay their clerks as high as \$500 per month. Both wholesale and retail dealers should be permitted to make reasonable profits, but the present enormous profits are unreasonable and dangerous. The State can and should rectify this situation. All but a reasonable amount of these profits should be channeled into the State Treasury through the imposition of a graduated license tax in addition to the present flat license tax.

Such a tax should be graduated either in proportion to the profits (guaged by the permitted mark-up), like the sliding scale for income surtaxes, or graduated in proportion to the amount of liquor handled, with the per case tax rapidly increasing in brackets as the volume goes up, with a provision against adding this tax to the sales price of the liquor to prevent the basic purpose of the enactment being thus defeated.

With such a tax in effect in either form, the more business a dealer does the less his percentage of profit. I am informed by a member of the Tax Commission that, based upon present sales, the yield of such a tax would be at least \$5,000,000 additional revenue.

While the objective of any liquor control law should always be to promote temperance rather than to raise revenue, this method of licensing would tend to maintain our present level of revenue even with great reduction in the consumption of liquor, which we hope to bring about. I am convinced that unless something is done to curb this business by reducing its profits, it will become the greatest and most dangerous political machine this State has ever seen.

6. *Creation of An Alcoholic Beverage Control Board.*—The Tax Commission is not the proper agency to enforce the liquor law. It is the State's Revenue Department, charged with the duty of collecting some \$60,000,000 annually, and its whole attention should be devoted to that end. This splendid and valuable agency of our State Government should be freed from the burdensome responsibilities imposed by the liquor law, so that it may engage in the performance of its primary functions. Undoubtedly the revenues of the State from all sources will be better protected if this is done.

It is a full-time job in itself to administer and enforce the liquor law, and it should be the sole duty and responsibility of a separate Board with full power to make reasonable regulations. I recommend, for the thoughtful consideration of the General Assembly, the provisions in this regard, incorporated in the bill, which was introduced in the House of Representatives in the 1945 session by the Special Committee Investigating Liquor Control Systems under House Resolution 382 adopted at that session.

These proposals will do much to curb the evils which are so obnoxious to our people. If the General Assembly, has a better plan to offer, I hope that body will enact such plan into law, and I will sign it. Regardless of what plan the Legislature may adopt as best expressing the will of the people, let's tackle the liquor problem immediately, clean up the abhorrent conditions that now exist, and remove this cancer from the body politic.

27. CONCLUSION

At the risk of trespassing upon your time, I have thus reviewed many of the problems with which we are confronted.

We must attack and solve them with vision and courage if we are to achieve the future which can be ours.

We dare not falter; we must succeed; and we will succeed if we approach the task as a determined and a united people, with our differences and doubts dispelled by the burning desire to serve our State and to work together for the common good.

In the words of our Constitution, "we the people of the State of South Carolina" are "grateful to God for our liberties." It is on Him, in whose sight a thousand years are but as yesterday and as a watch in the night, that we place our reliance for strength and guidance, as we humbly and prayerfully address ourselves to the tasks that lie ahead.